



United States Department of the Interior

BUREAU OF LAND MANAGEMENT

California State Office

2800 Cottage Way, Suite W1834

Sacramento, California 95825

www.ca.blm.gov



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Expiration Date: 09/30/02

To: All Field Offices

From: State Director

Subject: BLM Supplemental Emergency Stabilization, Rehabilitation Guidance and ESR Plan Format

The attached draft guidance supplements the Department of the Interior's Emergency Stabilization and Rehabilitation Handbook. When final, the new guidance and the Departmental handbook will replace BLM Handbook H-1742-1, Emergency Fire Rehabilitation.

The draft guidance includes a new Emergency Stabilization and Rehabilitation (ESR) Policy, Standards for Use of Emergency Stabilization and Rehabilitation Funds, and a new ESR Plan format.

Draft guidance is being issued now so that the new ESR Plan format can be used for preparing BLM ESR Plans for FY-2001. All Emergency Stabilization and Rehabilitation Plans prepared after the receipt of this Instruction Memorandum must follow these new procedures and ESR plan format.

Please address all questions to Jim Francis, State ESR Coordinator @ 916-978-4433.

Signed by:

James Wesley Abbott

Associate State Director

Authenticated by:

Richard A. Erickson

Records Management

2 Attachments:

1. Supplemental Guidance (10 pp)
2. ESR Plan Format (25 pp)

BUREAU OF LAND MANAGEMENT SUPPLEMENTAL EMERGENCY STABILIZATION and REHABILITATION GUIDANCE

This guidance supplements the Departmental Emergency Stabilization and Rehabilitation Handbook and together these two documents **replace** Bureau of Land Management (BLM) Handbook 1742. This supplement provides detailed information specific to the BLM policies, standards, and procedures used in the Emergency Stabilization and Rehabilitation program.

Emergency Stabilization and Rehabilitation (ESR) Policy

The objective of the Bureau's ESR program is to mitigate the adverse effects of fire on the soil-vegetation resource in a cost-effective and expeditious manner and to minimize the possibility of Wildland fire recurrence or invasion of weeds. The purpose of rehabilitation is either to emulate historical or pre-fire ecosystem structure, function (including the re-establishment of the natural fire cycle), diversity, and dynamics consistent with approved land management plans, or if that is infeasible, then to restore or establish a healthy, stable ecosystem in which native species are well represented. Regional or State Rangeland Health Standards and Guidelines may include additional direction concerning post fire rehabilitation.

Appropriate use of ESR funds includes implementing practices to:

1. Protect life, property, soil, water (including water-dependent resources) and/or vegetation resources.
2. Prevent unacceptable on-site or off-site damage.
3. Facilitate meeting land use plan objectives in conformance with land use plan decisions contained in local plans (per the Federal Land Management Policy and Management Act of 1976) and other applicable federal laws.
4. Reduce the establishment of undesirable or invasive species of vegetation.
5. Assist in meeting State or Regional Standards for Rangeland Health.
6. Repair or replace BLM minor facilities or structures destroyed or damaged by fire.

Process to Prepare and Implement Normal Fire Rehabilitation Plans, Emergency Stabilization & Rehabilitation Plans, or Normal Fire Rehabilitation Plan Supplements:

Normal Fire Rehabilitation Plan (NFRP)

The NFRP should be prepared on an eco-region/watershed basis at the District, Field Office, or fire management zone level by an interdisciplinary team. To avoid redundancy, depending upon the situation, they may be prepared up to the sub-basin or Land Use Plan (LUP) level. The decision to prepare an NFRP is based on the size and diversity of the ecosystems involved, fire history (wildland fire occurrence and size), resource values, and resource management objectives and decisions in land use plans. State directors may require that NFRPs be prepared for all or part of the public lands within their area of jurisdiction in accordance with this Handbook and the responsibilities and policy in Manual Sections 1510, 1742, 1625-1, 1790-1 and 9210.

State directors are delegated approval of NFRPs and may delegate approval of the supplements prepared for individual fires to the appropriate authorized official (within the \$100,000 maximum approval authority granted each state for an ESR project).

Normal Fire Rehabilitation Plan Supplement

The NFRP supplement describes the site-specific rehabilitation actions to be taken, additional input and analysis, including public input, with the Decision Record, and requires the Decision Record and Rationale documentation to complete the process..

Emergency Stabilization and Rehabilitation Plan (ESRP)

A site-specific ESRP is developed by an interdisciplinary rehabilitation team for post wildland fire resource needs in those areas not covered by an NFRP. The development of this plan is based upon the same factors as for NFRP. The ESRP contains a site-specific EA with opportunity for public input and generally is the preferred ESR procedure where wildland fire size and frequency do not warrant the time or effort to prepare a comprehensive NFRP and needed Supplement(s).

The local authorized officer (Manual Section 1203) is responsible for preparing all ESR plans; however, if the plan proposes introductions of non-native plants, it must be approved by the state director (Manual Section 1745.16).

An Environmental Assessment or Supplement will be prepared for NFRP's, NFRP Supplements, and ESRP's in accordance with instructions in the BLM's National Environmental Policy Act Handbook (H-1790-1). The EA for the NFRP and ESRP should *also*:

1. Address applicable land use plans ensuring that treatments identified in NFRPs and ESRPs are consistent with the land use plan objectives and decisions. Tier from existing Environmental Impact Statements for Land Use Plans or other applicable NEPA documents.
2. Discuss how the proposed rehabilitation treatments, which could include no treatment, would facilitate the meeting of ESR and land use plan objectives. List potential species to be planted and discuss impacts of using introduced and native species (incorporate appropriate components of the Native/Non-native Worksheet (**see Departmental ESR Handbook section**) in the EA).
3. Consider cumulative impacts of past wildland fires and rehabilitation projects in the proposed treatment area. The positive effects of rehabilitation should be considered for reducing invasion of non-native annual as well as and providing fuel breaks for future wildfires.
4. Summarize the consultation and coordination efforts with the public and other agencies.

A Finding of No Significant Impact (FONSI) or Decision Record is required for all NFRP supplements and ESRPs. If significant impacts are found, an Environmental Impact Statement or other means of addressing NEPA may be required as per the NEPA Handbook.

The State Director may delegate ESR plan approval to a lower level if the intent of Manual Section 1745.16 is met through the EA process or the analysis contained in the Native/Non-native Worksheet (Illustration 3).

Burned Area Emergency Rehabilitation (BAER) Plan

This approach may be employed after a wildland fire that includes multiple agency ownerships, there are high values at risk, or on large complex wildfires where preparation of an ESR plan is beyond the capability of the local staff. National interagency teams (BAER) have been identified and are available upon request through the interagency dispatch system.

The Authorized Officer is still responsible for insuring that the plan is in conformance with any applicable LUPs and in compliance with NEPA and other applicable laws (Endangered Species Act, Archeological Resources Protection Act, etc). In addition, the Authorized Officer can in his/her decision document approve only parts of the BAER plan which he/she concludes to meet immediate and mid term needs of the lands or resources of the area in question.

PLAN DEVELOPMENT AND FUNDING

In areas where an NFRP exists or after a wildland fire has occurred and the authorized officer believes resource conditions, property or life and safety deserve a more intensive review, the following options are available:

1.) Burned Area Emergency Rehabilitation Team/Plan

The approach is generally employed after a wildland fire that includes multiple agency ownerships or on large complex wildfires where the preparation of an ESRP is beyond the capability of the local staff. The plans are generally very large and complex involving a large team of ten or more specialists. The BAER team may be requested through the Incident Command System prior to wildfire control or later through the appropriate line management decision process.

2.) State Technical Assistance and Review Teams

State Technical Assistance Teams (STATs) may identified by each state. These teams would be responsible for providing technical review and oversight to the individual field offices during the development of all NFRPs and ESRPs (plans). This could expedite the review and approval process of the plans. State Directors can establish STATs that either prepare or assist Field Offices in plan development to insure that consistent plans and problems or questions are addressed and resolved in the development process. The teams would be made up of a senior technician and subject matter experts from within the states existing table of organization. It is recommended that the typical STATs would consist of a team leader (state ESR coordinator) and two to three field office senior technical specialists, who have both fire ecology and fire effects knowledge. These STATs could act as a state level "BAER" team. The need for such a team depends wildland fire activity and skill levels at the Field Offices.

3.) Local Interdisciplinary Rehabilitation Team

The appropriate responsible/designated line manager assembles an Interdisciplinary Rehabilitation Team (IRT), including a team leader, to begin the evaluation procedure to determine if and what kind of rehabilitation treatments, and monitoring are needed. The IRT should be assembled and ready to begin the ESR process as directed by the field office manager. The resource advisor assigned to the incident management team (IMT) should work directly with the ESR team during and after the wildland fire.

The disciplines represented by the IRT will vary according to the complexity of the fire, resource concerns, and availability of personnel with different skills and backgrounds. Generally, the team

should include two to four resource specialists (resource advisor, wildlife, ecology, range, watershed, weeds, etc.), a member knowledgeable about soils and a representative from operations familiar with seeding equipment and contracting. A team member may represent several skills. Including expertise from cooperating agencies or offices in the team effort is encouraged, especially when the needed skills are not available within the BLM. As indicated earlier, when an interagency team is needed on a complex wildland fire that crosses agency boundaries, a Burned Area Emergency Rehabilitation Team (it may be a USDI or USDA BAER Team) may be requested.

Funding to Evaluate Wildland Fires for Rehabilitation

District or Field Office managers may request up to two work months of immediate funding in subactivity 2822 from the State Budget Officer or include these costs in ESRP to finance fire evaluations and ESRP plan or NFRP supplement preparation. In all cases, the project number to be used is the same as the wildland fire incident number assigned during the fire management effort. All operational costs (aerial photography, GPS work, etc.), travel, and work months for district or non-district IRT members, may be charged to the appropriate ESR funding/project code. A completed "Construction and Acquisition Job Number Assignment Form 1310-12" must be submitted to the Accounting Group, BC-610 (Business Center, Denver). This step is necessary to set up an account to begin funding ESR actions.

ESR Plan Approval

In keeping with the intent that there is a need for immediate stabilization (therefore an emergency), all ESR plans shall be signed by the authorized officer within **21 calendar days** from wildland fire control unless a specific extension is granted by the appropriate State Office. Extensions should be no longer than two weeks. Plans costing less than \$100,000 will be reviewed at either the district/field office or state office level for technical and policy consistency as specified in the appropriate delegation of authority prior to approval by the authorized officer. Plans costing more than \$100,000 to implement will be reviewed at the state office level for technical and policy consistency prior to submission to the Washington Office for approval.

Review and technical assistance teams for ESR plans are recommended and their structure and duties should be established on a state by state basis. The authorized officer may request review and input from the district, state office and Washington Office level on any ESR plan. The use of electronic means of transmitting ESR plans is encouraged.

Any office conducting an ESR plan review is required to complete the review within **seven calendar days** of receiving the document. Approval of ESR plans may be as simple as a phone call, followed by hard-copy documentation. Both State rehabilitation coordinators and State Budget Officers should be notified of Washington Office plan approvals.

ESR Plan Implementation

Actions to implement ESR treatments may begin immediately upon plan approval and submission of Form 1310-12. Implementation should begin as soon as necessary to complete the treatment prior to the onset of winter or weather shutdowns. However, periodic weed monitoring and control may extend well into the next growing season. Clearances (cultural, sensitive species, etc.), equipment, and seed availability may also delay implementing rehabilitation treatments in a timely manner. Therefore, potential delays or issues should be addressed early in the implementation process to facilitate completion of ESR treatments at the proper time, including out-year treatments, to ensure maximum probability of success. All protective fences should be functional prior to livestock use of unburned adjacent rangeland.

Appeals of ESR plans are possible and may delay implementation. All ESR decisions, except “full force and effect” decisions, require a 30-day implementation delay (43 CFR 4.21(a)(1) and 2). Therefore, potential concerns should be addressed early in the ESR process to avoid appeals and the subsequent delays in treatment implementation.

ESR Plan Completion Reports

Two reports are prepared upon completion of all ESR treatments. A “Rangeland Improvement Project System” (RIPS) form (Worksheet 1744-1) is submitted via home office computer to the Service Center User Representative (SC 212) , with a copy placed in the ESR Project File. RIPS information must be entered in the RIPS system in a timely manner, using most recent guidance and project finance codes or fire numbers as applicable. **The BLM MIS system will be updated with both costs and accomplishments as program elements are being completed.**

An ESR Project Completion Report is prepared and filed in the ESR Project File, like any other Rangeland Improvement Project, within **90 days** of project completion (**see exhibit # Departmental ESR Handbook**). This report contains information on actual seeding rates (based on pure live seed), timing and conditions during seeding, and information on other treatments (including a map of actual treatment application areas). The information is essential to interpret results from monitoring studies on the treatment areas.

Project Monitoring and Evaluation

Treatment monitoring is addressed in the DOI ESR Handbook. The results from the monitoring studies will be analyzed, evaluated and shared with others to improve the success of future ESR projects. Monitoring data and reports will be permanently filed in the appropriate location such as the project file, allotment management plan, habitat management plan, herd management plan, or other files and should be used in any assessment or evaluation of resource functionality, i.e. Standards for Rangeland Health.

STANDARDS FOR USE OF EMERGENCY STABILIZATION & REHABILITATION FUNDS

ESR funds will only be expended on lands administered by the BLM and are not authorized for use on private lands. (An exception is when the Wyden Amendment may apply, for further guidance, consult IM- 99-06).

Timeliness

Congress has determined that "it is in the best interest of the Nation to take swift action to rehabilitate burned lands." Therefore ESR treatments must be implemented, to the extent possible, before additional damage occurs to the burned site or undesirable vegetation becomes established. Treatment must occur at a time that will ensure a high or maximum probability of success.

Therefore, ESRPs and NFRP supplements should be submitted to the next level of management review or approval within **21 calendar days** of wildland fire control. Extensions to the 21-day submission requirement must be approved at either the State or Washington Office level (depending upon cost), and are limited to two weeks. State office review and/or approval and Washington Office budget approval for plans more than \$100,000 must be completed within **seven calendar days** of receiving the ESRP or NFRP Supplement.

Equipment

Capitalized or non-capitalized equipment will not be purchased with ESR funds without review by the Washington Office, Division of Budget (WO 880) and written approval of the Director. Purchasing equipment must be shown to be more economical than leasing it before it will be considered for approval by WO 880.

Livestock Management

Exclusion of livestock is critical for the recovery of burned vegetation or establishment and maintenance of new seedlings and use of these areas should not be permitted until the vegetation recovers or is established.

Both re-vegetated and, burned but not re-vegetated areas, will be closed to livestock grazing for at least two growing seasons following the season in which the wildfire occurred to promote recovery of burned perennial plants and/or facilitate the establishment of seeded species. Livestock permittees must be informed of the closure early during the plan preparation process, and livestock closures will be made a condition or term on the grazing license or permit through the issuance of grazing decision (see 43 CFR 4160). Livestock closures for less than two growing seasons may be justified on a case-by-case basis based on sound resource data and experience. Livestock management following seedling establishment and/ or burned area recovery should maintain both non-native and/or native species to meet land use (including Standards for Rangeland Health and Guidelines for Grazing Management) or activity plan objectives.

Threatened, Endangered and Sensitive Species

The policy of the BLM is to conserve threatened and endangered (T&E) plant and animal species through conservation of the habitats upon which they depend and work closely with the U.S. Fish and Wildlife Service on species protection. All fire rehabilitation plans should be reviewed to determine if T&E species or their habitat would be adversely affected by the implementation of rehabilitation treatments. The BLM will consult with the U.S. Fish and Wildlife Service (or National Marine Fisheries Service, as appropriate) on all actions that may affect a listed species or its habitat to ensure compliance with Section 7 of the Endangered Species Act. A similar process is required for state agencies when state-listed species are involved. The BLM policy on federally listed species, species proposed for listing, candidate species, sensitive species, and state-listed species is contained in Manual Section 6840. The Manual should be reviewed for additional management requirements for proposed species. Time frames for review and consultation may last several months. Therefore, every effort should be made to initiate these actions early in the ESR planning process. As a result of the National Fire Plan efforts there may be procedures that can expedite the consultation process on T & E species. In addition, some locations or regions may have additional guidance that has been developed to enhance the conservation of habitats for some species (examples could include Lynx or Sage Grouse).

Forest Rehabilitation

For direction on forest rehabilitation please consult the Departmental ESR Handbook

Wilderness Study Areas

Handbook H-8550-1 includes BLM policy and guidance for management of wilderness study areas (WSAs) and should be consulted. WSAs must be managed in a manner so as not to impair their suitability for preservation as wilderness. Impacts from the equipment used for seeding must be carefully planned to be the least intrusive necessary to obtain a successful seeding. The use of native species is required in WSAs (except where “reclamation activities are designed to minimize impacts to wilderness values created by IMP violations and emergencies” H-8550-1 B.,2 pg 9). Consult current instruction memoranda, WSA Handbook H-8550-1, and the Bureau’s local, state or national wilderness specialist prior to implementing ESR treatments in a WSA. Exceptions to the use of non-motorized equipment in a WSA must be fully justifiable based upon an imminent and severe threat to high downstream values. Coordination with interested public and wilderness organizations is encouraged early in the ESR planning process.

Designated Wilderness Areas

Manual Section 8560 and Handbook H-8560-1 (Management of Designated Wilderness Areas) provide guidance on surface disturbing activities in wilderness areas. Wilderness management plans are required for all designated wilderness areas and should be reviewed during ESR plan development. Emergency stabilization and rehabilitation treatments in designated wilderness areas may utilize native or naturalized non-native species such as crested wheatgrass where there is no reasonable expectation of natural regeneration. Seeding equipment used in these areas must be the minimum necessary to successfully distribute the seed into a suitable seed bed. Overland motorized equipment will not be used where non-motorized equipment can accomplish the rehabilitation objective(s). Activity plans such as NFRPs and ESRPs must conform with wilderness management plans.

Recreation

Burned or seeded areas may be temporarily closed to the public (43 CFR 1840. 11) by excluding vehicle, bicycle, horse, and foot use if unacceptable resource damage would occur, or if danger to the public is present due to fire damage or rehabilitation activities. Such closures require following the National Environmental Policy Act process (may be a part of the ESR/NEPA documentation included in the NFRP or ESR Plan) and issuing a Federal Register Notice, and sufficient public notices.

Costs to enforce public restrictions or closures and accomplished within existing program funding (e.g., benefitting activities), except in extraordinary situations which require justification and approval in the ESR plan.

Visual Resources

Impacts of rehabilitation practices on visual resources (see Visual Resource Inventory Manual Handbook H-8410-1) should be considered in all ESR plans. A Visual Contrast Rating Worksheet (Form 8400-4) or a checklist is required for all rehabilitation projects (see Manual Handbook H-8431-1, Visual Resource Contrast Rating).

Treatment Specifications

All ESR treatments (fences, culverts, water bars, etc.) must comply with applicable BLM policy and standards (as specified in the Engineering Guide Specifications and Standard Drawings, and Manual Section 9170). Treatments should be designed to be cost-effective and to meet rehabilitation objectives.

Rehabilitation treatments which could cause unacceptable soil disturbance require input and recommendations from soil specialists on project design and mitigation.

Suppression Activity Damage

Damage to improvements and/or to resources caused by fire suppression activities should be repaired using emergency fire suppression funds. This work should be completed prior to final demobilization of the suppression forces whenever practical. (See Departmental ESR Handbook section #)

The following repair activities (necessitated by suppression work) will be completed with wildland fire suppression funds, not ESR funds:

1. Replacement of soil and seeding vegetation on fire control lines (may be delayed until the appropriate time to ensure seeding success).
2. Construction of water bars on primary and secondary fire control lines.
3. Repair of structural improvements or facilities (e. g. , fences) damaged by suppression activity.
4. Repair of damage caused by operating the incident command base (spike camps and roads).

Standards for Rangeland Health Guidelines for Grazing Management

On August 21, 1997 new BLM grazing regulations were implemented that, among other things, established a framework for the development of Standards for Rangeland Health and Guidelines for Grazing Management (43 CFR 4180. 1). These standards and guidelines were developed on a state-by-state basis in coordination with the resource advisory councils to ensure that rangelands were being managed for long-term health (e. g. , proper functioning of ecological processes, “stable watersheds,” clean water and threatened and endangered species habitat).

BLM state standards and guidelines should be reviewed and incorporated as part of the ESR planning process to ensure compliance with the intent of these regulations and land use plan in concert with the objectives of the ESR program. All existing NFRPs should be reviewed and modified (if necessary) prior to the next fire season to ensure compliance with standards and guidelines. The application of additional restoration processes to obtain full ecological process function must be funded through sources other than the ESR program.

REGIONAL SEED WAREHOUSE

The Regional Seed Warehouse is located at the Lower Snake River District Office in Boise, Idaho. A wide variety of native and introduced seed is purchased, tested and stored at this facility. This facility will purchase and store seed for other states as described in a formal agreement (memorandum of understanding) with the Idaho state director. The amount of seed each state can reserve should be based on a reasonable projection of the annual acreage to be rehabilitated over a five-year period and the storage capacity of the warehouse.

Seed reserved through the Memorandum of Understanding (MOU) is held until September 1 each year for the requesting state and is available by requisition until this date. After September 1, any part of a state's reserved seed that has not been obligated with a requisition is available for any other state/district use. States or districts that do not have MOUs with the Idaho state director can acquire seed not reserved by another state at any time by submitting a requisition. The use of the Regional Seed Warehouse is not mandatory. Seed may be purchased locally if it is more practical or desirable to do so. All seed purchased by the Regional Seed Warehouse is tested for purity, germination and state-listed noxious weeds and other weeds, for eleven western states. States who are not a party to the above mentioned MOU and purchase seed on their own, will need to complete tests to comply with that state's noxious weed law(s).

RANGELAND DRILLS

The Vale District in Oregon operates the Rehabilitation Equipment Maintenance Center (Drill Shop) which maintains the Bureau's fleet of rangeland drills, carts, and plows for site preparation and seeding of burned rangeland. The reservation of these drills is based on the supply on hand when the request is made, their transportation should be negotiated between the requesting office and the Vale district personnel. If equipment transportation is requested, a charge code and project number are required by the Vale District.

All drills should be returned as soon as practical to Vale for required maintenance. ***The drills used on non-ESR projects need to have project numbers to pay for the maintenance at a rate of \$3/acre.*** Private individuals can use the Bureau's rangeland drills only if a signed agreement is arranged through the Natural Resources Conservation Service (NRCS). A maintenance fee of \$3/acre seeded is charged for all drills used by state, other federal, or private entities when seeding is done on non BLM lands.

There have been a number of drills modified with a slow down (lower gear) ratio which slows the seed rate by 50 percent to facilitate the planting of native seed. There are some drills with the lower gear ratio and alfalfa seed box, and also some with the lower gear ration, alfalfa seed box and a fluffy seed box to hold trashy/fluffy native seed. The Vale shop also has carts to pull two or three drills. The Vale Drill Shop phone number is 541-473-6260.

PROCUREMENT FOR SERVICES AND SUPPLIES

A procurement strategy for obtaining services and supplies used for burned areas should be developed as early as possible in the ESR process. The "Availability of Funds" clause *must* be included in the solicitations issued prior to ESR plan approval; award of contracts cannot be made until ESR funding approval. The use of emergency procurement procedures may also be used to expedite the process, if justification is submitted to the contracting officer. Early requests for Labor Department current wage rates for pilots, tractor operators, fence contractors, etc., will also decrease the procurement time. All seed purchases must comply with the Federal Seed Act (7 USC sections 1551-1610) and Federal specifications JJJ-S-181.

State-wide or district-wide Requirements Contracts, or Basic Ordering Agreements, can be competed and awarded by BC-670 OR-950 for requirements which exceed the small purchase limitation. If vendors commit to reasonable prices beyond the current year, options to extend the contract term for up to three years can be included in the solicitation and contract. This will provide long-term coverage if similar rehabilitation treatments are required in the same geographic area year after year.

Rehabilitation treatments can also be completed using Request for Quotations or Master Solicitations. Master solicitations work well because they save time and paper work. All these types of contracts,

agreements, and solicitations also work well for emergency cultural clearance projects.

PROGRAM EVALUATION

Each state/district/field office is responsible for evaluating the effectiveness of its ESR Program. An evaluation of a state or district/field office ESR program should be done at a specified interval, preferably at least once every five years, or on rotating basis. If revisions in the NFRP are necessary, they will be submitted to the authorized officer for approval.

The entire ESR program for the BLM, or a particular state or district, will be evaluated for compliance with BLM policy through program evaluation or by a special evaluation (Manual Handbook H-1242-1), on a periodic basis.

FIRE REHABILITATION WORKGROUP

A standing Fire Rehabilitation Workgroup will be maintained after this handbook is approved. This workgroup representatives from the Washington Office, National Weed Team, Regional Seed Warehouse, Rehabilitation Equipment Maintenance Center in Vale, Oregon, and one representative from the states of California, Colorado, Idaho, Montana, Nevada, Oregon, Utah, and Wyoming.

The purpose of the workgroup includes the following:

1. Provide internal support and technical assistance for rehabilitation issues or problems that arise in a State or on the national level.
2. Plan, develop, and carry out rehabilitation training on an as needed basis.
3. Share rehabilitation successes and failures among States to improve the cost effectiveness and success of rehabilitation projects.
4. Recommend changes in rehabilitation policy.
5. Coordinate with other agencies or the public on rehabilitation issues or concerns.

EMERGENCY STABILIZATION & REHABILITATION PLAN

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YYYYYY Fire
BURNED AREA EMERGENCY STABILIZATION
AND REHABILITATION (ESR) PLAN

AGENCY/UNIT: XXXXX

LOCATION: *City, County, State*

DATE: *Date Prepared*

PREPARED BY: *Individual, formal team, or ad hoc team*

Submitted By: _____ Date: _____

Title: _____
Title (i.e., Burned Area Emergency Stabilization & Rehabilitation Team Leader.)

EXECUTIVE SUMMARY

Introduction

This plan has been prepared in accordance with specify agency policy. This plan provides burned area emergency stabilization and rehabilitation (ESR) recommendations for all lands burned within the YYYYY Fire perimeter and downstream impact areas including: public lands administered by the specify agency and other jurisdiction if necessary. The primary objectives of the YYYYY Fire Burned Area Emergency Stabilization and Rehabilitation (ESR) Plan are:

Emergency Stabilization

- To prescribe cost effective post-fire stabilization measures necessary to protect human life, property, and critical cultural and natural resources.
- To promptly stabilize and prevent further degradation to affected resources on lands within the fire perimeter or downstream impact areas and mitigate damages caused by fire suppression operations in accordance with approved land management plans and policies, and all relevant federal, state, and local laws and regulations.

Rehabilitation

- To repair or improve lands unlikely to recover naturally from severe wildland fire damage by emulating historic or pre-fire ecosystem structure, function, diversity, and dynamics according to approved land management plans.
- Restore or establish healthy, stable ecosystems, even if these ecosystems cannot fully emulate historic or pre-fire conditions as specified in approved land management plans.

This plan addresses emergency stabilization and rehabilitation of fire suppression and fire damages.
Summarize who did what, such as:

The burned area emergency stabilization and rehabilitation team (ESR) Team conducted an analysis of fire damages throughout the lands impacted by the fire. The watershed assessment group assessed the overall watershed changes caused by the fire and developed a burn severity map. Archeologists inventoried suppression impacts for potential damage to cultural sites as well as initiating a cultural resource damage assessment. The vegetation specialist evaluated and assessed fire damages and suppression impacts to vegetative resources, including threatened and endangered (T&E) species, and identified values at risk associated with vegetative losses. The wildlife biologist conducted an assessment of T&E species and initiated and closed Section 7 consultations with U.S. Fish & Wildlife Service. The GIS specialists gathered the data layers necessary for the plan, coordinated GPS activities. The operations specialists inventoried fire suppression impacts, developed specifications for their rehabilitation and initiated repair of fence cuts.

Individual resource Fire Damage Assessment Reports produced by these specialists are in Appendix I. The individual treatments specifications including the effectiveness monitoring identified in the assessments can be found in Part F. A summary of the costs by jurisdictions is in Part E. Appendix II contains the National Environmental Policy Act (NEPA) compliance documentation summary. Appendix III contains the ESR Plan maps. Appendix IV contains photo documentation. Appendix V contains supporting documentation.

Fire Background

Provide a summary of the fire.

- *When and how it started.*
- *A chronological summary of fire and fire management organization growth.*
- *Issues to be addressed in the ESR Plan*

Fire Damages and Threats to Human Safety and Natural and Cultural Resources

Discuss the damages caused by suppression activities and the fire. List the recommended fire suppression activity damage, emergency stabilization, and rehabilitation treatments recommended in the plan. Summarize the individual resource fire damage assessments.

XXXXXX Management Requirements

Provide basic field unit information and issues that will affect Burned Area Emergency Stabilization and Rehabilitation.

Emergency Stabilization

Identify issues and concerns (hazardous environments, wilderness designation, cultural resource restrictions, water quality requirements, etc.) that will impact agency objective achievement as discussed in approved land management plans that are pertinent to emergency stabilization actions under consideration.

Rehabilitation

The following statements in approved XXXXX management plans justify the proposed burned area rehabilitation treatments funded with Emergency Fire Rehabilitation funds.

Quote (include page number, approving officials name, and date approved for review and auditing purposes) pertinent passages from approved land management plans (i.e., Forest Plans, Comprehensive Conservation Plan, Master Plan, Habitat Management Plan, Grazing Management Plan, Marsh and Water Management Plan, etc.) that justify the proposed rehabilitation activities. Such as:

- *“Restore riparian areas invaded by salt cedar to historic Southwestern Willow Flycatcher habitat” (Lower Colorado River Refuge Complex Comprehensive Conservation Plan, page 31, Cathy Smith, October 2, 1997).*
- *“Rehabilitate longleaf-wiregrass communities degraded by past forest practices” (St. Marks NWR Habitat Management Plan, page 56, John Doe, February 29, 2001).*
- *“Maintain grazing allotment fences in the Coot Creek Allotment” (Ely District, BLM, Coot Creek Grazing Allotment Management Plan, page 43, Jane Doe, March 24, 1989).*

PART A - FIRE LOCATION AND BACKGROUND INFORMATION

Fire Name	YYYYYY
Fire Number	
Agency Unit	
Region	
State	
County(s)	
Ignition Date/Cause	
Zone	
Date Controlled	
Jurisdiction	Acres
XXXXXX	
<i>other jurisdictions</i>	
<i>other jurisdictions</i>	
<i>other jurisdictions</i>	
<i>other jurisdictions</i>	
<i>other jurisdictions</i>	
Total Acres	
Date Contained	

PART B - NATURE OF PLAN

I. Type of Plan (check one box below)

<input type="checkbox"/>	Emergency Stabilization
<input type="checkbox"/>	Rehabilitation
<input type="checkbox"/>	Both Emergency Stabilization and Rehabilitation

II. Type of Action (check one box below)

<input type="checkbox"/>	Initial Submission
<input type="checkbox"/>	Updating or Revising the Initial Submission
<input type="checkbox"/>	Supplying Information of Accomplishment to Date on Work
<input type="checkbox"/>	Different Phase of Project
<input type="checkbox"/>	Final Accomplishment Report (To Comply with the Closure of the 9262 Account)

PART C - EMERGENCY STABILIZATION AND REHABILITATION ASSESSMENT

Emergency Stabilization Objectives

- *Locate and stabilize severely burned slopes which pose a direct threat to human life, property or critically important cultural and/or natural resources.*
- *As practical and necessary, restore natural conditions to areas disturbed by fire suppression actions.*
- *Prevent the establishment of non-native invasive plants.*
- *Prevent degradation of unburned areas within the fire perimeter before spring greenup by wild ungulates and horses.*
- *Etc.*
- *Etc.*

Rehabilitation Objectives

- *Rehabilitate former salt-cedar areas with willows, cottonwoods, and other native species as specified in the refuge's approved Comprehensive Conservation and Habitat Management Plan.*
- *Rehabilitate burned grazing program infrastructure (i.e., boundary and allotment management fences and water troughs).*
- *Repair or replace burned facilities in the Coot Creek campground.*
- *Etc.*
- *Etc.*

PART D - TEAM ORGANIZATION, MEMBERS, AND RESOURCE ADVISORS

I. Approval Authorities

Specify Agency (for multi-agency plans duplicate for each agency)

Activities Requiring Local Agency Administrator Approval Fire Suppression Damages (charged to Fire Suppression)	Status	Cost
Subtotal		

Status: C = Completed,; O = Ongoing; P = Planned

Activities Requiring Regional/State/Headquarters Approval Emergency Stabilization and Rehabilitation (charged to EFR)	Status	Cost
Subtotal		

Total Emergency Stabilization and Rehabilitation Costs	\$
--	----

II. Burned Area Emergency Stabilization and Rehabilitation (ESR) Team Members:

(List of technical specialists used to develop the plan)

Position	Team Member (Agency)
Team Leader	<i>Cathy Smith (NPS)</i>
Public Information	
Operations	
NEPA Compliance & Planning	
Hydrologist	
Soil Scientist	
Geologist	
Cultural Resources/Archeologist	
Vegetation Specialist	
Wildlife Biologist	
GIS Specialist	
Documentation/Computer Specialist	
Photographer	
<i>Other Technical Specialists</i>	

III. Resource Advisors:

(Note: Resource Advisors are individuals who assisted the ESR Team with the preparation of the plan. See Part H for a full list of agencies and individuals who were consulted or otherwise contributed to the development of the plan.)

Name	Affiliation
<i>Jane Doe</i>	<i>XXXXXX NWR, Project Leader</i>

PART E - SUMMARY OF ACTIVITIES AND COSTS

The summary of activities and cost table below identifies emergency stabilization and rehabilitation costs charged or proposed for funding from Suppression Operations, Emergency Fire Rehabilitation, agency operation, and other funding sources. Expenditures are displayed in the total cost column.

They are coded with the appropriate cost authority. The total cost of the rehabilitation effort to date, excluding the costs absorbed by the fire account (fire crews, labor, and associated overhead) is displayed as either Suppression Operations (F), Emergency Fire Rehabilitation (EFR), Emergency Watershed Protection (EWP), or Agency Operations/Other (O/OP) or other.

Fire Name: YYYYYY

As of *date*

Specification Cost Summary

Account	Dollars	Dollars
Fire Suppression Activity Damage Rehabilitation (F)		
Emergency Fire Rehabilitation (EFR)		\$0
Emergency Stabilization	\$	
Rehabilitation	\$	
Emergency Watershed Protection (EWP)		
Agency Operations/Other (OP/O)		
Funding Summary - Estimated Total		\$0

PART E - SUMMARY OF EMERGENCY STABILIZATION ACTIVITIES - COST SUMMARY TABLE - YYYYYY Fire

Spec #	Title	Unit	Unit Cost	# of Units	Cost by Funding Source				Implementation Method	Specification Total
					F	EFR	EWP	OP/O		
N-3b	Soil Stabilization	Acre	\$ 264.85	200		\$ 52,970			P,C	\$ 52,970
TOTAL COST					\$ 0	\$ 52,970	\$ 0	\$ 0		\$ 52,970

Spec #	Title	Unit	Unit Cost	# of Units	Cost by Funding Source		Implementation Method	Specification Total
					EFR	OP/O		
TOTAL COST					\$ 52,970	\$ 0		\$ 52,970
COST: EFR=Emergency Fire Rehabilitation, OP/O=Agency Operations Funding, Other								
METHOD: FC=Crew Assigned to Fire, C=Contract, EFC=Emergency Fire Contract, P=Agency Personnel								

PART F - INDIVIDUAL TREATMENT SPECIFICATIONS

SPECIFICATION TITLE:		AGENCY:	
PART E		FISCAL YEAR(S)	
LINE ITEM:		(list each year):	

I. WORK TO BE DONE (describe or attach exact specifications of work to be done):

<p>Number and Describe Each Task:</p> <p>A. General Description:</p> <p>B. Location/(Suitable) Sites:</p> <p>C. Design/Construction Specifications:</p> <p>1.</p> <p>2.</p> <p>D. Purpose of Treatment Specifications:</p> <p>E. Treatment Effectiveness Monitoring Proposed:</p>

II. LABOR, MATERIALS AND OTHER COST:

< PERSONNEL SERVICES: (Grade @ Cost/Hours X # Hours X # Fiscal Years = Cost/Item): Do not include contract personnel costs here (see contractor services below).	COST/ITEM
TOTAL PERSONNEL SERVICE COST	
< EQUIPMENT PURCHASE, LEASE AND/OR RENT (Item @ Cost/Hour X # of Hours X #Fiscal Years = Cost/Item): Note: Purchases require written justification that demonstrates cost benefits over leasing or renting.	COST/ITEM
TOTAL EQUIPMENT PURCHASE, LEASE OR RENTAL COST	
< MATERIALS AND SUPPLIES (Item @ Cost/Each X Quantity X #Fiscal Years = Cost/Item):	COST/ITEM
TOTAL MATERIALS AND SUPPLY COST	
< TRAVEL COST (Personnel or Equipment @ Rate X Round Trips X #Fiscal Years = Cost/Item):	COST/ITEM
TOTAL TRAVEL COST	

< CONTRACT COST (Labor or Equipment @ Cost/Hour X #Hours X #Fiscal Years = Cost/Item):	COST/ITEM
TOTAL CONTRACT COST	

SPECIFICATION COST SUMMARY

FISCAL YEAR	UNIT	UNITS COST	# OF UNITS	COST	FUNDING SOURCE	METHOD
FY 1						
FY 2						
FY 3						
TOTAL						

FUNDING SOURCE

METHODS

F - Suppression Operations

P - Agency Personnel Services

EFR - Emergency Fire Rehabilitation

C - Contract (long-term)

EWP - Emergency Watershed Protection

EFC - Emergency Fire Contract (short-term)

OP/O - Agency Operations/Other

FC - Incident Management Crew Assignment

SOURCE OF COST ESTIMATE

1. Estimate obtained from 2-3 independent contractual sources.	
2. Documented cost figures from similar project work obtained from local agency sources.	
3. Estimate supported by cost guides from independent sources or other federal agencies	
4. Estimates based upon government wage rates and material cost.	
5. No cost estimate required - cost charged to Fire Suppression Account	

P = Personnel Services, **E** = Equipment **M** = Materials/Supplies, **T** = Travel, **C** = Contract, **F** = Suppression

III. RELEVANT DETAILS, MAPS AND DOCUMENTATION INCLUDED IN THIS REPORT:

List Relevant Documentation and Cross-Reference Location within ESR Plan Accomplishment Report (for Rehabilitation treatments quote (include page number, approving officials name, and date approved for review and auditing purposes) pertinent passages from approved land management plans:

PART G - POST-REHABILITATION REQUIREMENT¹

The following are post-rehabilitation, implementation, operation, maintenance, monitoring, and evaluation actions beyond three years to ensure the effectiveness of initial investments. Estimated annual cost and funding source is indicated.

Emergency Stabilization

- 1. Monitor and maintain road culverts clear of debris (\$5,000 - OP/O)*
- 2. Monitor (\$1,000) and dredge (\$75,000 - OP/O) sediment ponds as need*
- 3. Continue invasive species monitoring and control (\$50,000 - OP/O)*
- 4. Etc.*
- 5. Etc.*
- 6. Etc.*

Rehabilitation

- 1. Monitor and maintain drip irrigation system (\$25,000 - OP/O)*
- 2. Long-term Monitoring*
 - A. Monitor riparian vegetation recovery (\$10,000 - OP/O)*
 - B. Complete district cultural resources systematic survey (\$75,000 - OP/O)*
 - C. Southwestern willow flycatcher population monitoring (\$25,000 - OP/O)*
- 3. Etc.*
- 4. Etc.*
- 5. Etc.*

¹ Non-9262 funding

PART H - CONSULTATIONS

U.S. Fish and Wildlife Service

Jane Doe, Regional Archeologist

National Marine Fisheries Service

John Doe, Anadromous Fish Biologist

Umatilla Tribe

Jane J. Doe, Tribal Council Member

Etc., etc., etc.

PART I - REVIEW AND APPROVAL

Specify agency, XXXXX

I. Suppression Operations Funding Approval (check one box below):

G Approved

G Approved with Revision (see attached)

G Disapproved

Specify Title and Jurisdiction (Field Unit Agency Administrator), Date

II. Emergency Fire Rehabilitation (9262) Funding Approval (check one box below):

G Approved

G Approved with Revision (see attached)

G Disapproved

Specify Title and Jurisdiction (Region/State Agency Administrator), Date

Regional Fire Management Coordinator concurrence that the plan fits the technical definition for use of Emergency Fire Rehabilitation finding. *(U.S. Fish and Wildlife Service Only)*

Regional Fire Management Coordinator, Region X

Date

III. Agency Operational Base Funding Approval (check one box below):

G Approved

G Approved with Revision (see attached)

G Disapproved

Specify Title and Jurisdiction (Region/State), Date

IV. Emergency Fire Rehabilitation Funding Approval (check one box below):

G Approved

G Approved with Revision (see attached)

G Disapproved

Specify Title and Jurisdiction (Headquarters), Date

APPENDIX I - ESR FIRE DAMAGE ASSESSMENT REPORTS

- *Soil & Watershed Damage Assessment Report*
- *Vegetation Damage Assessment Report*
- *Forest Damage Assessment Report*
- *Wildlife Damage Assessment Report*
- *Cultural Damage Assessment Report*
- *Facility Assessment Report*
- *Etc.*

YYYYY FIRE *RESOURCE* DAMAGE ASSESSMENT REPORT

I. Objectives

II. Issues

III. Observations

- A. Background Information
- B. Reconnaissance Method
- C. Findings

IV. Recommendations

- A. Management (specification related)
- B. Specification Monitoring (specification related)
- C. Management (non-specification related)

V. Consultations

VI. References

APPENDIX II ENVIRONMENTAL COMPLIANCE

Federal, State, and Private Lands Environmental Compliance Responsibilities

All projects proposed in the YYYYY Fire Burned Area Emergency Stabilization and Rehabilitation (ESR) Plan that are prescribed, funded, or implemented by Federal agencies on Federal, State, or private lands are subject to compliance with the National Environmental Policy Act (NEPA) in accordance with the guidelines provided by the Council on Environmental Quality (CEQ) Regulations (40 CFR 1500-1508); *insert department and agency policy*. This Appendix documents the ESR Team considerations of NEPA compliance requirements for prescribed rehabilitation and monitoring actions described in this plan for all jurisdictions affected by the YYYYY burned area emergency.

Related Plans and Cumulative Impact Analysis

XXXXX *Specify Plan (approval date)*. The XXXXX *Specify Plan* was reviewed and it was determined that actions proposed in the YYYYY Fire ESR Plan within the boundary of the XXXXX are consistent with the management objectives established in the Comprehensive Conservation Plan. The Comprehensive Conservation Plan NEPA compliance process specifically addresses:

- *List specific issues*

(Duplicate for all plans reviewed)

Cumulative Impact Analysis

Cumulative effects are the environmental impacts resulting from the incremental impacts of a proposed action when added to other past, present, and reasonably foreseeable future actions, both Federal and non-Federal. Cumulative impacts can result from individually minor, but collectively significant actions taking place over a period of time. The emergency protection and rehabilitation treatments for areas affected by the YYYYY Fire, as proposed in the YYYYY Fire ESR Plan, do not result in an intensity of impact (i.e. major ground disturbance, etc.) that would cumulatively constitute a significant impact on the quality of the environment. The treatments are consistent with the above jurisdictional management plans and associated environmental compliance documents and categorical exclusions listed below.

Applicable and Relevant Categorical Exclusions

The individual actions proposed in this plan for XXXXX are Categorically Excluded from further environmental analysis as provided for in the *specify relevant departmental and agency Categorical Exclusions*. All applicable and relevant Department and Agency Categorical Exclusions are listed below. Categorical Exclusion decisions were made with consideration given to the results of required emergency consultations completed by the ESR Team and documented below.

Applicable Department *specify* Categorical Exclusions

List

Applicable *specify* agency Categorical Exclusions

List

Statement of Compliance for the YYYYY Fire Burned Area Emergency Stabilization and Rehabilitation Plan.

This section documents consideration given to the requirements of specific environmental laws in the development of the YYYYYY Fire ESR Plan. Specific consultations initiated or completed during development and implementation of this plan are also documented. The following executive orders and legislative acts have been reviewed as they apply to the YYYYYY Fire ESR Plan:

- National Historic Preservation Act (NHPA).
- Executive Order 11988. Floodplain Management.
- Executive Order 11990. Protection of Wetlands.
- Executive Order 12372. Intergovernmental Review.
- Executive Order 12892. Federal Actions to Address Environmental Justice in Minority and Low-income Populations.
- Endangered Species Act.
- Secretarial Order 3127.
- Federal Contaminated Clean Water Act.
- Clean Air Act.

CONSULTATIONS

- *List partners and neighbors consulted*

NEPA Checklist: If any of the following exception applies, the ESR Plan cannot be Categorically Excluded and an Environmental Assessment (EA) is required.

(Yes) (No)

- ☐ ☐ Adversely affect Public Health and Safety
- ☐ ☐ Adversely affect historic or cultural resources, wilderness, wild and scenic rivers aquifers, prime farmlands, wetlands, flood plains, ecologically critical areas, or Natural Landmarks.
- ☐ ☐ Have highly controversial environmental effects.
- ☐ ☐ Have highly uncertain environmental effects or involve unique or unknown environmental risks.
- ☐ ☐ Establish a precedent resulting in significant environmental effects.
- ☐ ☐ Relates to other actions with individually insignificant but cumulatively significant environmental effects.
- ☐ ☐ Adversely effects properties listed or eligible for listing in the National Register of Historic Places
- ☐ ☐ Adversely affect a species listed or proposed to be listed as Threatened or Endangered.
- ☐ ☐ Threaten to violate any laws or requirements imposed for the "protection of the environment" such as Executive Order 1 1 988 (Flood plain Management) or Executive Order 1 1 990 (Protection of Wetlands).

National Historic Preservation Act

Ground Disturbance:

- ☐ None
- ☐ Ground disturbance did occur and an archeologist survey, required under section 110 of the NHPA will be prepared. A report will be prepared under contract as specified by the ESR Plan.

A NHPA Clearance Form:

- ☐ Is required because the project may have affected a site that is eligible or on the national register. The clearance form is attached. SHPO has been consulted under Section 106 (see Cultural Resource Assessment, Appendix I).
- ☐ Is not required because the ESR Plan has no potential to affect cultural resources (initial of cultural resource specialist).

Other Requirements

(Yes) (No)

- ☐ ☐ Does the ESR Plan have potential to affect any Native American uses? If so, consultation with affiliated tribes is needed.
- ☐ ☐ Are any toxic chemicals, including pesticides or treated wood, proposed for use? If so, local agency integrated pest management specialists must be consulted.

Review and Approval

I have reviewed the proposals in the YYYYYY Fire Burned Area Emergency Stabilization and Rehabilitation Plan in accordance with the criteria above and have determined that the proposed actions would not involve any significant environmental effect. Therefore, it is categorically excluded from further environmental (NEPA) review and documentation. ESR Team technical specialists have completed necessary coordination and consultation to insure compliance with the National Historic Preservation Act, Endangered Species Act, Clean Water Act and other Federal, State and local environment review requirements.

ESR Team Environmental Protection Specialist

Date

Project Leader, XXXXXX National Wildlife Refuge

Date

APPENDIX III - MAPS

- *Fire Perimeter*
- *Jurisdiction Map*
- *Suppression Impacts*
- *Soils*
- *Burn Severity*
- *Vegetation Communities*
- *Vegetation Mortality*
- *Threatened and Endangered Species Areas*
- *Invasive Species*
- *Wind Erosion Risk Map*

APPENDIX IV - PHOTO DOCUMENTATION

APPENDIX V - SUPPORT DOCUMENTS